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Our PUBLIC LANDS

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BUREAU OF LAND MANAGEMENT

JULY 1960 • Volume 10, Number 1

OUR PUBLIC LANDS . . .

"Conservation is a state of harmony between men and land. By land is meant all of the things on, over, or in the earth. Harmony with land is like harmony with a friend; you cannot cherish his right hand and chop off his left. That is to say, you cannot love game and hate predators; you cannot conserve the waters and waste the range; you cannot build the forest and mine the farm. The land is one organism. Its parts, like our own parts, compete with each other and cooperate with each other. The competitions are as much a part of the inner workings as the cooperations. You can regulate them—cautiously—but not abolish them."

(*From* "Round River—From the Journals of Aldo Leopold," edited by Luna B. Leopold, Oxford University Press, 1953.)

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COVER

One of the important goals of land management is the blending of many types of land uses in harmony and balance. A rugged and undeveloped area of more than ½ million acres in eastern Oregon's Steens Mountains has recently been designated a multiple purpose land management area by BLM—paving the way for the development of cooperative plans to use and develop the area. Containing some of Oregon's finest deer hunting lands, the area has promise of becoming an important recreation area in combination with range management and watershed programs. For more about the Steens Mountain Management Area see page 8.

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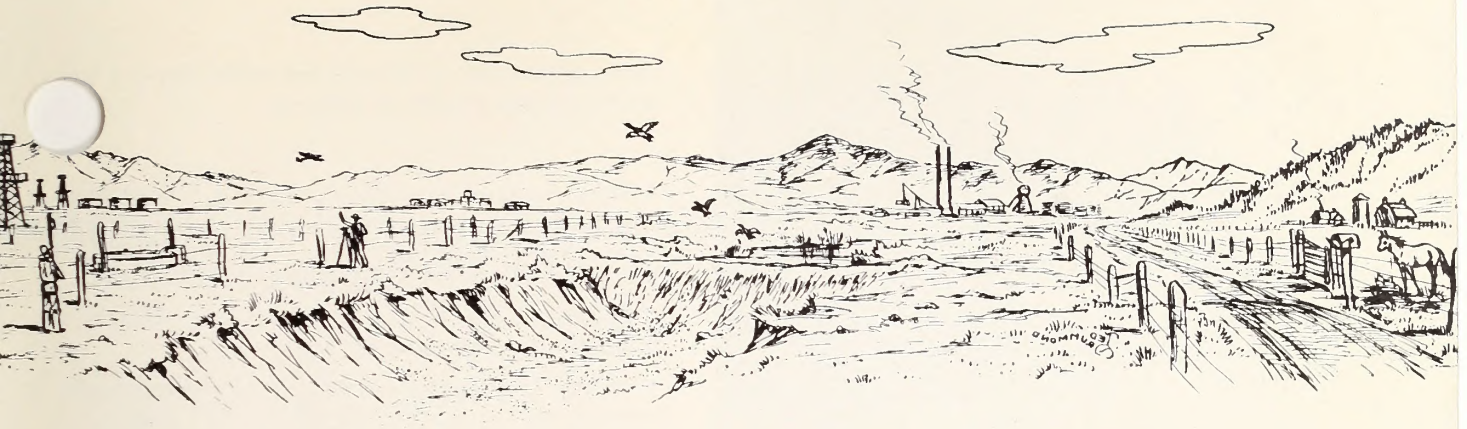


LAND CLASSIFICATION—KEY TO LAND USE

by Robert A. Jones, *Agricultural Economist*, BLM

THE student body at a well-known college contained three young men for each young lady. A certain coed at this school, with physical qualifications necessary to compete successfully even if odds had been reversed, had a pleasant prob- To whom would she grant the pleasure of company at each social event?

The young lady worked out a highly satisfactory solution—for her at any rate. She accepted all requests for dates, and then, shortly before the anticipated event, she selected the suitor of her choice and notified the other exasperated young men of her decision. This coed must have used some sort of classification system in her selection process, but the criteria were never determined by her anxious applicants.

What does this have to do with land classification and the Bureau of Land Management? What is *classification?* Webster says "It is the placing of subject matter into classes which have systematic relationships."

The classification process requires the use of standards, or guides, to tell the classifier how to treat each of the items being considered. All of us, like the young lady previously mentioned, classify things every day. When we go into a store to buy a hat, we classify the hats offered into those which are suitable and those which are not. Then purchase the one desired from the suitable group.

Land classification is a specialized form of this process. BLM is not the only organization engaged in land classification. Many communities have zoning ordinances which set aside areas for mercial, industrial, and residential use. This form of land classification.

What is Land Classification in BLM?

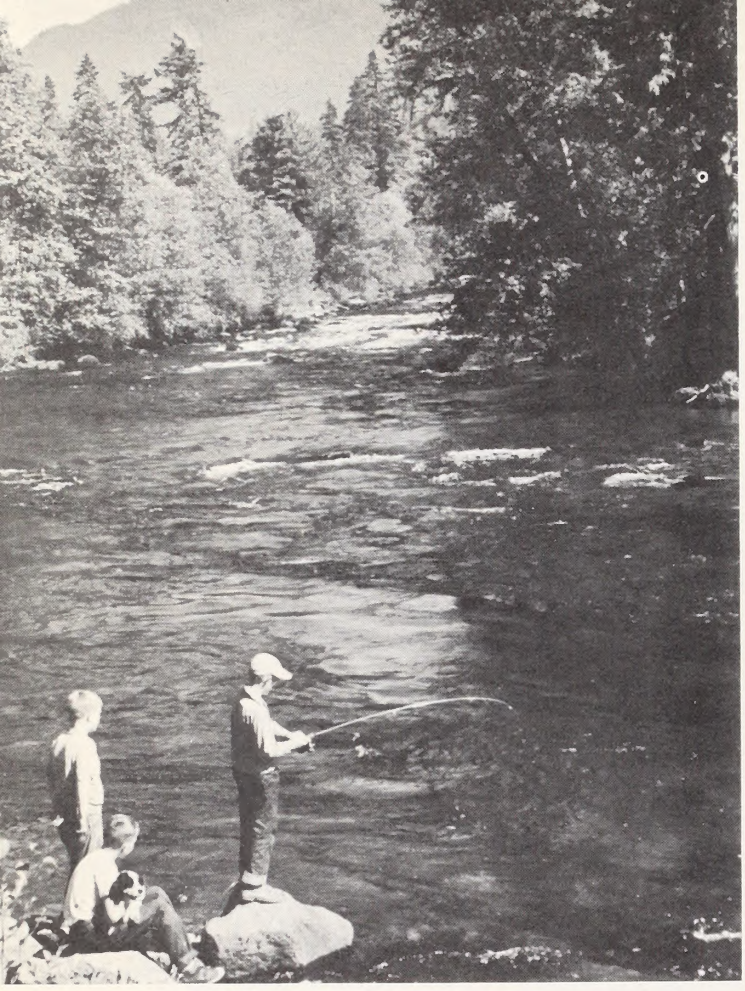
The Bureau of Land Management uses the land classification process to determine what should be done with the vacant unappropriated public domain. Many complex questions are involved. Should specific areas be retained in Federal ownership or should they be transferred to non-Federal ownership? If retained under Federal administration, what should they be used for, and by what agency should they be managed? If transferred to non-Federal ownership, should they go to State or local governments, private organizations, or individuals?

These questions are answered by classifying land for its "highest and best use, consistent with the public interest."

Highest and Best Use

This is the use for which the land appears best suited, after careful evaluation of all the physical and economic factors affecting the land. These physical characteristics include topography, vegetation, drainage, water supply, mineral character, climate, elevation, access, and so forth. Other less tangible factors, such as recreation potential, wildlife requirements, alternative sites available, and general public needs must also be considered.

The land classifier may conclude that a tract of land is equally well suited for two or more related uses. For instance, a tract may be equally suitable as a site for a roadside park, gas station, or motel. At this point, the public interest must be measured to determine which use should be recognized in the classification.



PUBLIC RECREATION. Proper land classification preserves areas having recreation potential for public use.

The Public Interest

Bureau employees would be poor public servants if they made decisions which were not in the public interest. What, then, is "public interest?" It has been defined as that which will benefit the most people for the longest period of time, or that which will do the greatest good for the greatest number of people over the long haul. These are good general explanations, but what should be done in specific situations?

Perhaps an examination of the elements of public interest, one at a time, will help answer this question. Consider the following as possible guidelines:

- Government decisions must benefit the largest possible number of people.
- The Government must receive a fair return for its property in terms of money or other values.
- Benefits must be weighed against monetary and social costs.
- Executive actions must carry out the intent of the law and not merely its letter.
- With respect to individuals, the Government must act as a prudent landowner. With respect to the public as a whole, the Government must act as a representative of all the people.
- Bureau actions must be based on priorities. First things must be done first.
- Where the individual has rights, the Government must protect them by all means. Where the individual seeks privileges, he must prove to the Government that he is entitled to them.

These are but a few of the many facets of public interest that a land classifier must consider. When he makes his decision, he balances the possible uses of the land against the various elements of public interest, and decides how the land should be classified.

While no two classifications involve exactly the same factors, they do tend to group in recognizable types. The systematically related classes used by BLM include:

- private agricultural use under private ownership
- public recreational use under State or county administration
- balanced multiple use under BLM administration
- intensive urban or commercial use under private ownership
- private resource use, but under BLM administration.

To maintain consistency in the treatment of these classes, BLM furnishes the classifier with general instructions and decisions on similar situations. Through the use of these guides the classifier learns to balance all the factors involved and arrive at an equitable decision.

Under What Authority Does BLM Classify Land?

Prior to the passage of the Taylor Grazing Act in 1934, the Bureau had no general land classification authority. A wide variety of activities were being pursued on public lands, many of which were in direct conflict with each other. The uses being made of the land were often not those for which the lands were best suited. Some of the lands were being abused in this first come, first served situation. Lands were being patented which were needed for public purposes. Users of the land had little security of tenure.

To solve this situation, the Taylor Grazing Act provided that lands should not be transferred out of Federal ownership unless they were classi

IMPROPER LAND USE. The result is expensive failure for the farmer and the public. Proper land classification prevents this.

as best suited for the form of use requested under the type of ownership proposed. This Act in conjunction with other title transfer laws which carry their own classification authority permitted BLM to establish specific management programs for the remaining public domain.

The Taylor Grazing Act does not apply to Alaska, and the Bureau's classification there is limited to those laws, such as the Small Tract Act and Recreation and Public Purposes Act, which provide their own classification authority.

When is Land Classified?

At present all of the vacant unappropriated lands are not classified, and it will be many years before a complete classification is needed or accomplished. Since classifications are based on social and economic factors, as well as the physical characteristics of land, they will change as social and economic factors change. Therefore, in many cases it would be a waste of time and money to make detailed classifications before these factors have reached "maturity" and can be evaluated on a relatively stable basis.

Over 180 million acres of vacant public domain are subject to Taylor Grazing Act classification. This is a vast source of natural resources—land, minerals, forage and timber. The goods in this reservoir are available for present and future use to the citizens of the United States. They are partially used now, on a lease or harvest basis, by means of grazing permits, timber sales, and mineral leases. However, as our population increases and expands some of the lands may be needed for other public or private uses, such as recreational areas, school sites, industrial locations, or residential subdivisions.

Land classification is essential to this process since it provides the basis for deciding under what circumstances each parcel of land should be used. This requires foresight and planning. Areas which will ultimately be needed for some form of public use should not be transferred to other forms of ownership before the public need becomes established. By the same token, lands required for private use must be placed on the market in a manner designed to help, rather than hinder, private development in the area. Thus, land classification becomes the key to proper use and equitable distribution of these public lands.

The actual classification of a tract of land is prompted in two ways. Applications for land may be filed by individual citizens. Upon receipt of the application, the land included is investigated to see if it can be classified as suitable for the use and title transfer proposed. If it cannot be so classified, the application must be rejected.

Classifications are also made through a Bureau planned program of evaluating the public lands in a specific area and classifying those lands on which effective decisions can be made. In such cases some of the lands may be classified as available for transfer to non-Federal ownership under an appropriate land law.

(Continued on page 12)

THE O&C 1866–1937

PRIOR to 1866 almost all of western Oregon was public domain. On July 25, 1866, a grant was made to the Oregon & California Railroad Company to aid in building a railroad from Portland, Oregon, to the California State line, there to connect with the Central Pacific Railroad.

The Railroad was granted all odd numbered sections, non-mineral in character, in a strip extending 20 miles on each side of the railroad right-of-way. If the railroad company could have assumed possession of all of the odd numbered sections in the 40-mile-wide zone of the original grant it would have acquired approximately 4,220,000 acres. However, many of the odd numbered sections had passed into private ownership. Therefore, the railroad was granted all odd numbered sections in an additional strip extending ten miles on each side of the first grant. The second grant was called the "indemnity" grant.

Owing to the fact that the area available in the indemnity grant was not quite as great as the area lost in the 40 mile zone, the company never was able to claim the full 4,220,000 acres. When the courts adjudicated the various conflicting acreage claims the total area to which the railroad was found entitled under this grant, including both original and indemnity grants, was approximately 3,728,000 acres.

In a Congressional Act of 1869, provisions were made that in selling these lands to secure funds for construction and preliminary maintenance of the railroad the grantees were limited by three stipulations, as follows:

1. That the grant lands were to be sold to bona fide settlers, only, and not to speculators.
2. That not more than 160 acres be sold to any one settler, and,
3. That no grant land be sold for more than $2.50 per acre.

In 1887 the Oregon and California Railroad, encountering financial difficulties, went into receivership and was acquired by the Southern Pacific Railroad. By this transaction the O&C land grant became the property of the Southern Pacific System.

As time passed, all three rules were broken by the railroad. Grant lands were sold to other than actual settlers, in tracts exceeding 160 acres and at prices exceeding $2.50 per acre.

Inasmuch as all grant lands were in private ownership, either by grantees or by private purchasers who bought from the grantees, the 18

THE O&C TODAY. This area contains some of the most valuable and productive forest lands in the world.

egon counties in which the lands were located e not only collecting taxes from most of these ds but, after 1900, were assessing taxes on valuation well above the stipulated maximum selling price of $2.50 per acre.

By 1887 the best and most accessible agricultural lands in the grant, those closest to the rights-of-way and in the valleys proper, had been sold. Most of the remaining grant lands were heavily forested and unsuited to agricultural development. Between 1890 and 1900 the rising tide of timber speculation, moving westward from the Lake States, reached Oregon. Timber lands suddenly became valuable and prices at which grant timberlands were sold exceeded, by far, the maximum set selling price of $2.50 per acre.

Then in 1903, the Southern Pacific Railroad announced that it would sell no more timbered O&C grant lands, but intended to reserve them with their remaining timber resources, for future railroad use.

On April 30, 1908, Congress after investigation of the charges, directed the United States Attorney to lay claim through court action to all unsold O&C grant lands, thus instituting one of the largest land suits in the Nation's history. On July 1, 1913, the Oregon District Federal Court declared these unsold lands to be forfeited to the Government. The railroad appealed the case and it went eventually to the United States Supreme Court.

On June 21, 1915, the Supreme Court reversed forfeiture decision of the District Court, ored an injunction forbidding the railroad to make any further sales and instructed Congress to pass an act providing for disposition of the unsold grant lands. At the same time it ruled that, whatever provision was made, the Government should pay to the railroad a sum equivalent to $2.50 per acre for the entire grant acreage, less, of course, the total amount already received by the railroad for lands sold up to that time.

Eighteen land grant counties were vitally interested in the ultimate ownership of the grant lands. If these timbered lands went back into and remained in Federal ownership, it meant a tax loss ranging as high as 25 percent in some counties. Already the percentage of non-taxable lands in Federal ownership in 7 of the 18 land grant counties averaged slightly over 60 percent of the total land area. If this land and timber revested to Federal control, the land grant counties wanted it to revert in a public domain status, open to homesteading and timber claims.

Oregon citizens were interested primarily from the standpoint of land acquirement either through homesteading, timber claims or direct purchase.

Congressional hearings began in February, 1916. On June 9, 1916, Congress passed the Chamberlain-Ferris Revestment Act which reamed the unsold O&C grant lands approximat- 2,891,000 acres to Federal ownership and placed jurisdiction over the entire revested acreage in the Department of the Interior.

The Secretary of the Interior was directed to classify the revested lands, after field examination, into three classes—power site, timber, and agricultural. The power site lands were to be retained by the Federal Government.

Timber lands were defined as those containing 300,000 or more board feet per 40 acres. As fast as a reasonable market would allow, the timber was to be sold from such lands and the cut-over land was then to be reclassified and opened to homestead entry.

Agricultural lands, defined as lands having less than 300,000 board feet per forty acres, were to be opened to homestead entry at a price of $2.50 per acre.

The income from timber sales and homestead fees was to go into what was designated as the Oregon and California Land Grant Fund. First, priority payments of about $4 million from this fund were to be made to the Southern Pacific Railroad. This represented the difference between the total value of the entire grant, sold and unsold, at $2.50 per acre, and what the railroad had received from its grant land and timber sales, including allowance for interest and unpaid taxes.

Second, priority payments of about $1.6 million were to be made to the Government to reimburse it for an appropriation made to the O&C counties for the 1913, 1914, and 1915 taxes owed by the Southern Pacific Railroad. The company allowed the taxes to become delinquent following the District Court forfeiture decree of July 1, 1913.

After the two obligations were met, the income from the sale of lands was to be divided as follows: 25 percent to the counties in lieu of taxes, 25 percent to the State School Fund, 40 percent to the Reclamation Fund and 10 percent to the United States Treasury. Proceeds from sources other than the lands were to be distributed as follows: 25 percent to the State, 25 percent to the counties and 50 percent to the Federal treasury.

A summary of the immediate results of this first big legal battle over Oregon's forest checkerboard leave the following statistics:

The O&C lands, having been reduced from some 3,728,000 acres, the original area of the grant, to approximately 2,891,000 acres, were returned to Federal ownership at a cost to the Federal treasury of about $5½ million. This debt was to be repaid to the Government from the timber and land income.

A part of the above transaction sometimes overlooked, is the 837,000 acres of grant land already sold by the railroad company for over $4 million. The railroad company realized a total income of $9,320,000 from the 3,728,000 acres to which it was entitled by the granting acts.

(Continued on page 12)

RANGE SURVEY. A BLM range conservationist conducts a survey on grazing lands similar to those in the Steens Mountains area.

STEE
MANAGEM

CONTINUED public use of more than 500,000 acres of public domain lands within an area embracing more than 1,200 square miles in the Steens Mountains of eastern Oregon has been provided for by a classification action by the Bureau of Land Management.

The classification dedicates the area for retention in Federal ownership as a multiple purpose land management area. The classified area contains some of Oregon's finest deer hunting lands.

Classification of the lands as a balanced mul-

KIGER GORGE. This valuable area in the Steens Mountains is ...g de

GRAZING is part of the multiple use program for the Steens Mountains area.

OU AINS
NT AREA

NATIVE STONE. These buildings are part of the headquarters of the Malheur National Wildlife Refuge adjoining the Steens Mountains management area.

tiple purpose land management area marks one step in the BLM program to work out long-term cooperative plans for the use and development of the area, including cooperative financing of the construction of access roads and public recreation facilities. A formal program is now being worked out with local county officials, State and Federal agencies, and private groups to provide needed facilities and solve the existing access problems.

Designation of the lands as improper for private disposition will facilitate plans to work out balanced multiple purpose programs for the area involving integrated range management, watershed, wildlife, and hunting, camping and fishing activities by the public.

The classification was made under terms of Section 7 of the Taylor Grazing Act by the Bureau's Oregon Office following a major study of the Steens Mountains area and public meetings in Burns, Oregon, on November 17, 1959 and January 14, 1960.

The Steens Mountains area has been the object of public discussion and study by BLM for some time. The lands contain some of Oregon's finest deer hunting lands. Major problems of access to the areas which have developed is receiving attention by the Bureau.

Solution of these problems in this important public use area of eastern Oregon will serve as a model and example for other areas where similar problems may exist.

A formal classification notice has been filed with the BLM land office in Portland, Oregon, along with a complete description of the Steens Mountains land management area. **End**

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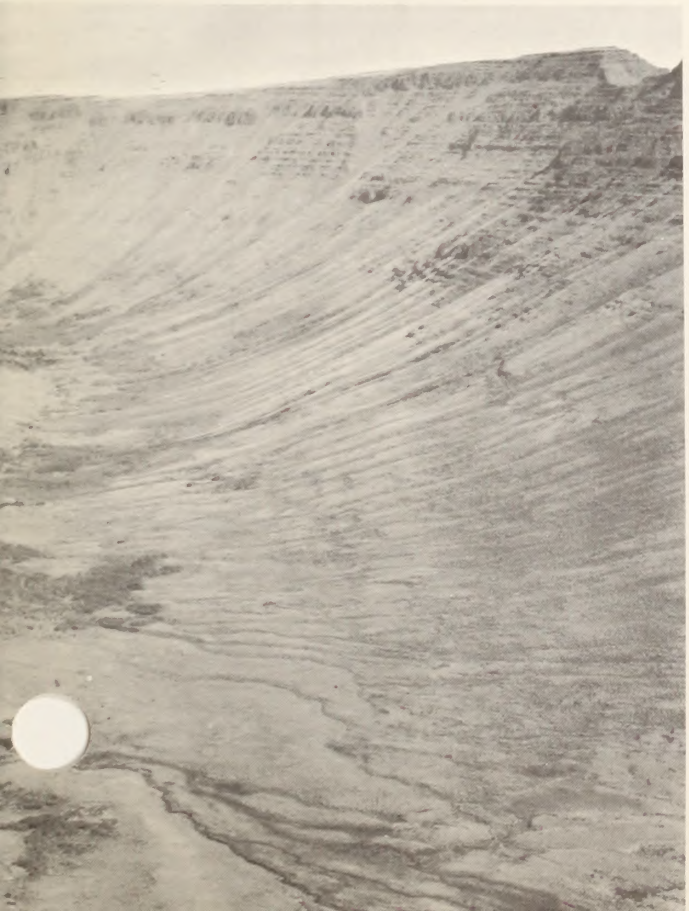


BLITZEN RIVER. There are many good hunting and fishing areas in the Steens Mountains.

STOP SPECULATION

Land speculators would no longer be able to use an adjoining-owner preference right as a means of obtaining public lands put up for sale if Congress passes a bill drawn up by the Department of the Interior.

The proposed bill is aimed at stopping speculative activities under the so-called Public Sale Act—a law which permits BLM to classify and sell tracts of isolated or disconnected public domain lands up to 1,520 acres. Such lands are appraised and sold at competitive bidding.

Under the present law the owner of land adjoining that which has been put up for sale has a preference right to purchase the tract at not more than three times the appraised price or by matching the high bid received at auction whichever is less.

The proposed bill could clamp down on speculative possibilities by limiting the preference right to adjoining landowners who own at least a legal subdivision and (1) who have owned it for at least one year, or (2) who have inherited the land.

No sales would be for less than the appraised fair market value.

Another possible loophole for speculation would be closed by requiring any adjoining landowner to assert any preference claim at the time of sale. At present he has 30 days to make up his mind whether he wants to buy the land.

WESTERN RESOURCES

The second annual Western Resources Conferen will be held at the University of Colorado Boulder August 22–26.

Theme of the conference will be "Water: Measuring and Meeting Future Requirements."

Co-sponsors with the University of Colorado are the Colorado School of Mines and Colorado State University.

The seminar is part of a nation-wide effort to focus attention on study of and planning for utilization of natural resources.

Participants will be from both public and private agencies seeking to increase knowledge on resource development, conservation and use.

1959 FIRE LOSSES

There were fewer fires on lands administered by the Department of the Interior in 1959 than in 1958. Acreage burned, however, was greater than in the preceding year.

In 1959, there were 3,202 fires, compared with 3,490 fires in 1958. The area burned during the year totaled 967,256 acres in contrast to 856,750 acres in 1958. The ten-year average is 1,284,900 acres. Forest lands accounted for 50.1 percent of the total burn, and 60.6 percent of all acreage burned was in Alaska.

Lightning caused 1,570 fires compared wit 1,680 in 1958. Man caused fires in 1959 were 1,63

compared with a 10-year average of 1,488. Camp fires, debris burning, incendiary, lumbering, railroad, and miscellaneous fires were above the 10-year average while smoker fires fell off considerably.

The Bureau of Land Management reduced the number of fires on its acreage almost 20 percent below the 1958 level. Its losses were 876,887 acres of which 586,535 acres were in Alaska.

PUBLIC RECREATION

Action under the public land recreational policy of the Bureau of Land Management has assured development of an area near Lake Isabella in Kern County, California, for public use and enjoyment.

Applications from 81 private parties for more than 400 acres of public domain lands have been turned down on appeal because the lands have high value for development and expansion of recreational areas and facilities for the public.

The lands involved are located near Lake Isabella, about 50 miles from Bakersfield and 150 miles from Los Angeles. The area is an important recreation playground for many people from Southern California. According to Kern County Recreation Department more than 750,000 people visited the area in one recent year, with as many as 25,000 on a single weekend.

$108,000 PAYMENT

Ten counties in Montana and three counties in New Mexico have received Treasury checks totaling $107,905.09 as their share of $431,620.27 in receipts from grazing, mineral leasing and other resource programs on some 2½ million acres of Bankhead-Jones (LU) lands within their boundaries during 1959.

The payments were presented to local officials by the State Supervisors, Bureau of Land Management. The lands were recently transferred to the Department of the Interior from the Department of Agriculture. Payments cover calendar year 1959.

MOON STUDY

The Geological Survey of the Department of the Interior is engaged in a terrain study of the surface of the moon which may prove highly valuable in the selection of a landing site for initial scientific investigation.

The terrain study, when completed this year, may also have an effect on the design of surface vehicles for use on the moon, for geologic moon investigations, and for further space exploration.

In the first phase of the Survey's study, a team employed modern stereoscopic methods to plot the relationships of surface features of the moon. With this phase completed, Survey personnel will interpret the moon's surface constituents, textures, and bearing power.

Advance information on the probable characteristics of the moon's surface may likewise assist in designing proper tools for excavation, should taking refuge underground be necessary for man's survival on the moon. Moon surface temperatures soar above 200 degress during the long lunar daylight.

Information on the slopes, textures, and bearing power of the moon's surface will be needed to design a lunar surface vehicle for travel on the earth satellite.

In the first phase of the moon study, thousands of lunar photographs were examined both in the United States and in Europe to select photographs which could be used for stereoscopic work.

Surface features of the moon stand up in stereoscopic relief by simultaneously viewing a pair of photographs having an appreciable angular difference. Stereoscopic photographs of the moon are possible because, while the moon presents approximately the same face to the earth, the face actually rotates back and forth slightly so that in a period of time about 60 percent of the entire lunar surface is visible.

OFFSHORE OIL LEASES

The largest Federal competitive oil and gas lease bid opening ever held has resulted in high bonus bids of more than $282 million for 145 tracts of Outer Continental Shelf lands off Texas and Louisiana.

The bid opening was held in New Orleans on February 24.

High bidders have been identified for 48 tracts covering 240,480 acres off Texas, with total high bids of $35,732,031.20, for an average of $148.59 per acre.

Off Louisiana high bids totaled $246,379,283.59 for 97 tracts involving 454,046.25 acres, at an average rate of $542.63 an acre.

Total high bids for lands off both Texas and Louisiana amounted to $282,111,314.79 for 145 tracts covering 694,526.25 acres—an average of $406.19 per acre.

The leasing involved the largest number of tracts ever offered and the largest total of bonus bids ever received in a single bid opening. Counting unsuccessful bids, the leasing involved over $567 million of private capital seeking oil lease development opportunities in the oil-rich Outer Continental Shelf.

SMALL TRACT. This homestead was classified for private recreational use and sold under the Small Tract Act.

LAND CLASSIFICATION

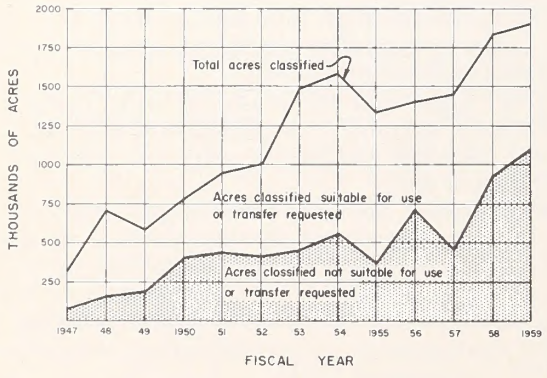
(Continued from page 5)

Many classifications for retention in Federal ownership have been made in past years, and recently a new development has been added which greatly enhances the value of this classification. Acreages of vacant public domain have been classified as "land management areas." This means that the Bureau has determined from the facts that these areas are best suited for continued balanced use under BLM management. Such areas have value for livestock and wildlife grazing, extensive public recreation, watershed protection, and other similar uses, and are subject to constantly increasing use by the general public.

By classifying certain areas for continued Bureau administration and making the boundaries known to the public, the benefits offered by the land will gain the widest possible use. Any party that presents an application to obtain title to a portion of the area will be notified of BLM's decision. They will have to provide extensive evidence to support their request before the Bureau's decision will be modified or their application considered.

Land classification in the Bureau has advanced a long way since the early days. BLM's job is unique in that the vacant public domain under its administration was not classified for a specific use by Congress or the President. For this reason, Bureau classification personnel must always be on the alert to keep up with ever-changing conditions so that the public interest will always be served in determining the highest and best use of Our Public Lands. **End**

ACRES CLASSIFIED UNDER
TAYLOR GRAZING ACT AUTHORITY



THE O&C

(Continued from page 7)

Re-classification of the revested O&C lands provided the following statistics:

Power site	57,143.23	acres
Timber	1,249,809.65	acres
Agricultural	1,055,936.12	acres
Unclassified	528,004.18	acres
Total	2,890,893.18	acres

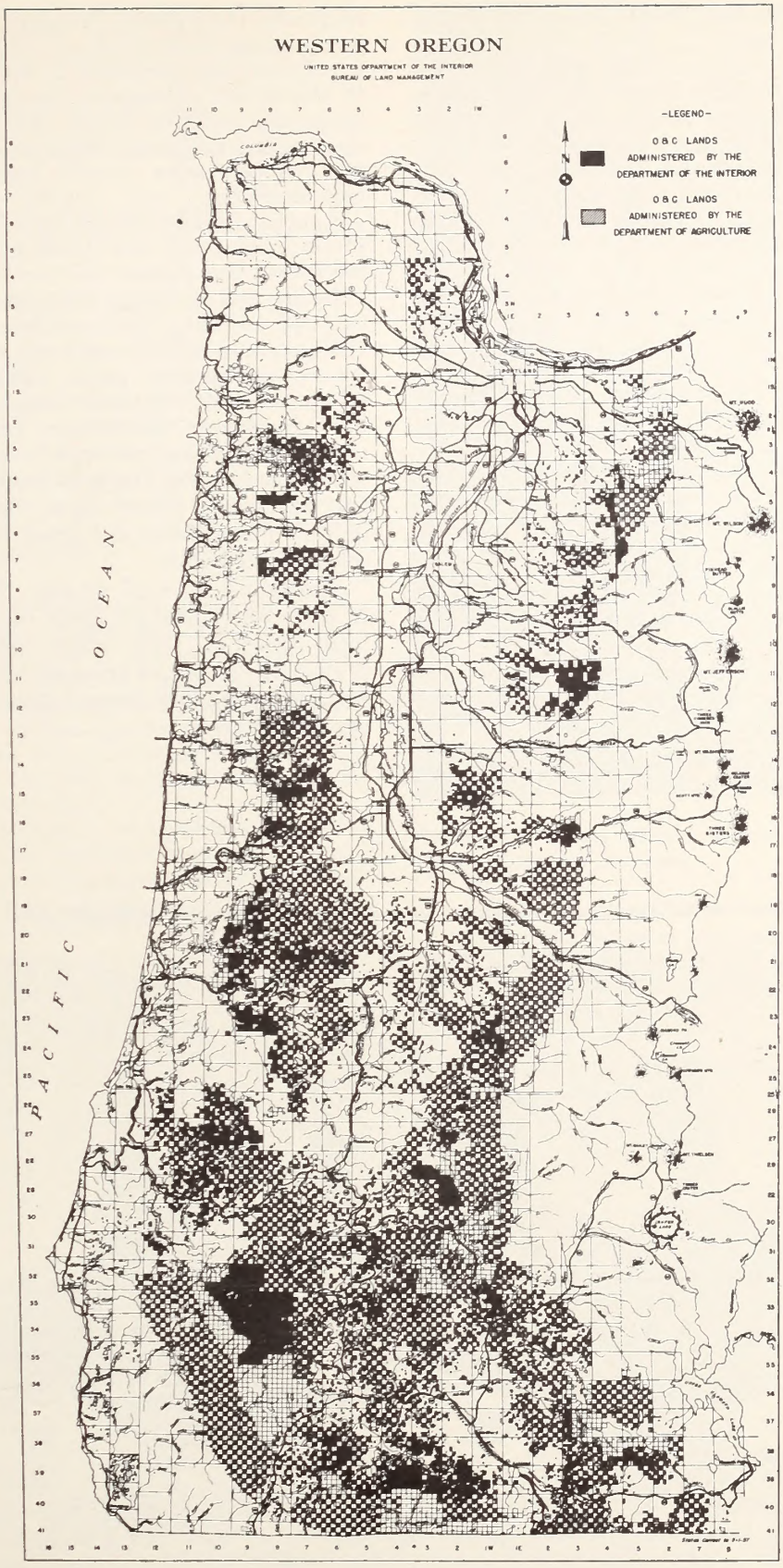
Thus, out of a total of nearly 3 million acres returned to Federal control only about 1 million acres were available from which timber could be purchased and the cut-over lands opened to homesteading or direct sale.

Homesteading was immediately allowable on the agricultural land, leaving only power site lands to be retained in Federal ownership together with an unclassified 528,000 acres.

It looked as though the grant lands on Oregon's checkerboard, would in a relatively short period of years return to private ownership. But this never happened because only a very small percentage of the remaining land was truly agricultural land.

Timber was sold under a procedure of issuing 10-year patents. Sales were made on cash bids and the purchaser had 10 years in which to cut and remove the timber, after which time the cut-over land was subject to reclassification and homesteading as agricultural land. However, relatively little of the land, so cut-over and reclassified, was ever homesteaded. Some of that which was homesteaded reverted to county ownership through non-payment of taxes.

The Federal Government regularly appropriated funds for the protection of all the revested lands from forest fires. The actual work of protecting the lands was performed under contract by local, Federal, State, and private forest protection agencies. These agencies in general were alert in protecting merchantable timber from fire but prone to neglect the cut-over lands. Despite such neglect large portions of the cut-over land


WESTERN OREGON
UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
-LEGEND-
O & C LANDS
ADMINISTERED BY THE
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OCEAN

have become reforested with promising young second growth timber.

A very small acreage of the area originally classified as agricultural land was homesteaded. Some which was homesteaded also returned to county ownership through nonpayment of taxes, after the homesteaders had proved up and sold the timber from the lands. In many cases sufficient timber was sold to enable the homesteader to buy a farm in the valley proper, already cleared of stumps and ready for the plow. Most of the truly agricultural grant lands had been sold by the grantees before revestment and reconveyance to the United States.

Combined with the slow return of these remaining grant lands to private ownership was the correspondingly low income from the O&C grant lands from sales of timber and land. Since income was low and priority payments from the O&C fund went to the Southern Pacific Railroad and the U.S. Treasury, no money was available to pay in lieu of current taxes. As a result, from 1916 to 1926, inclusive, the 18 O&C land grant counties received no payments in lieu of current taxes. Again frantic calls were made to Congress for financial aid.

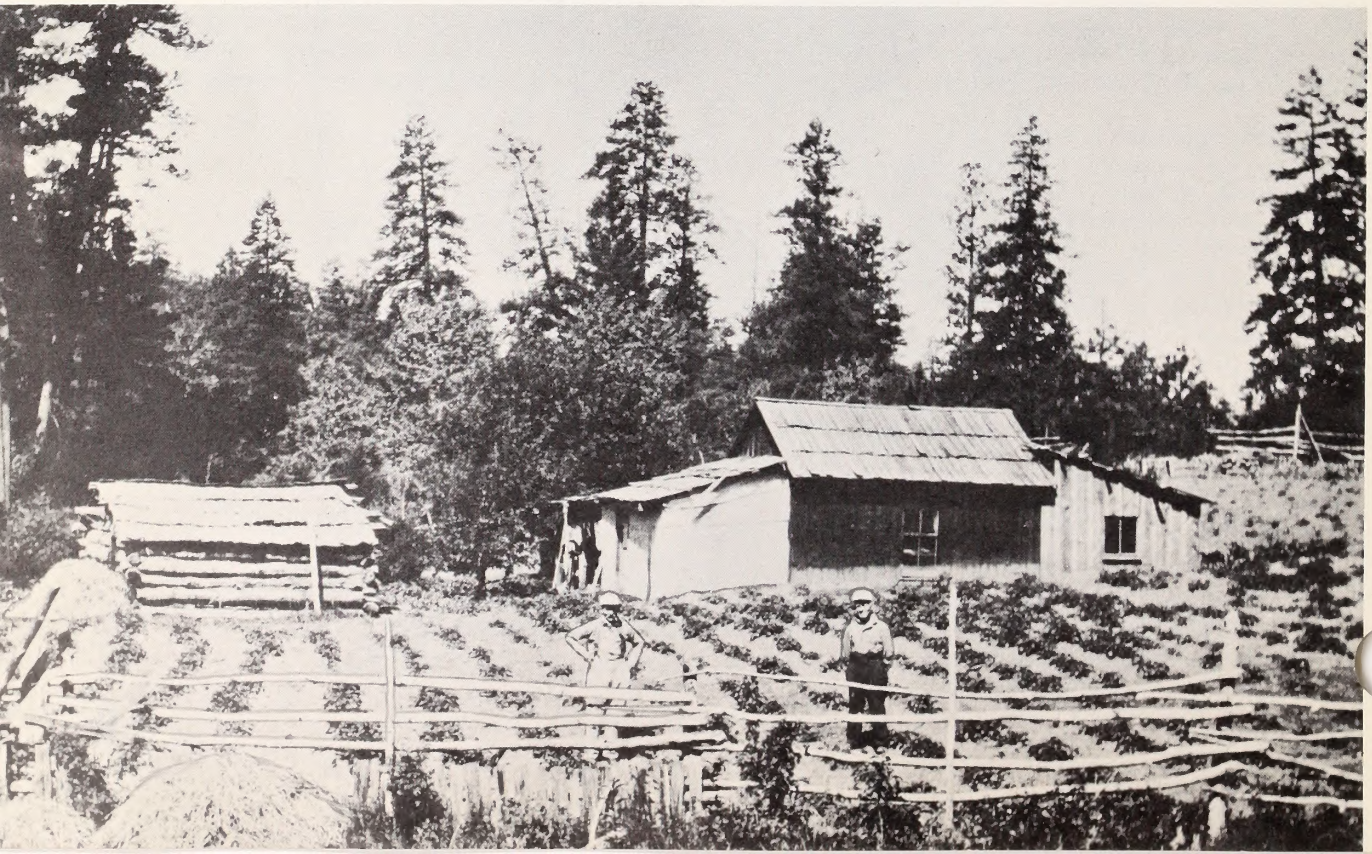
In 1926 Congress passed the Stanfield Act which appropriated over $7 million to the O&C land grant counties. Provisions were made to reimburse the Federal Treasury out of the anticipated income from land and timber sales. It was stipulated that payments in lieu of taxes would be continued. However, Congress failed to appropriate definite funds for such payments, apparently assuming that increased O&C land and timber sales would meet the payment requirements.

Another decade passed—another decade during which income still was insufficient to fully satisfy the county tax claims.

By the end of 1936 it was apparent that the cut-out and sell-out policies of the Acts of 1916 and 1919 were undesirable and out of step with good timber management goals. They had failed to return the so-called timber and agricultural grant lands to private ownership. Valuable timber resources were being removed from lands primarily suited for forestry and with inadequate provisions for insuring a future crop. The Stanfield Act of 1926 had saddled the grant lands with an unsound fiscal policy.

The policy was all wrong. The people knew it, the county officials knew it, and the Government knew it. The ledger sheets, brought up-to-date on the entire transaction, told the following disturbing and discouraging story concerning the O&C fund.

EARLY HOMESTEAD. Only a very small percentage of the O&C lands were suited to agriculture.



Paid to railroad company from the fund	$4,102,215.28
id as taxes from United States Treasury, 1913–15	1,571,044.05
id in lieu of taxes from United States Treasury, 1916–26	7,135,283.36
Paid in lieu of taxes from O&C fund, 1927–33	3,866,646.01
Owed in lieu of taxes, 1934–37	2,067,423.77
Total paid or owed	18,742,612.47
Receipts from sales of O&C land and timber	8,269,719.09
Obligations payable from future receipts	10,472,893.38

The policy of eventual transfer of land and timber to private ownership had ended in failure. Continued Government ownership and particularly sustained yield forest management were recognized as the logical remedy. Public opinion at last was ready to demand such a program.

Progressive lumbermen were beginning to see the need for a sustained yield program on both Federal and private timberlands. They favored the establishment of such a program under the continued administration of the Department of the Interior.

Legislation to authorize such a program was introduced in 1936. Subsequent study however, led to the conclusion that it was inadequate. Before seeking further action in Congress officials of the Department of the Interior held public hearings in Oregon. These hearings were held to obtain local advice as to how to conserve the forest resources of the O&C and, at the same time, stabilize the local economy.

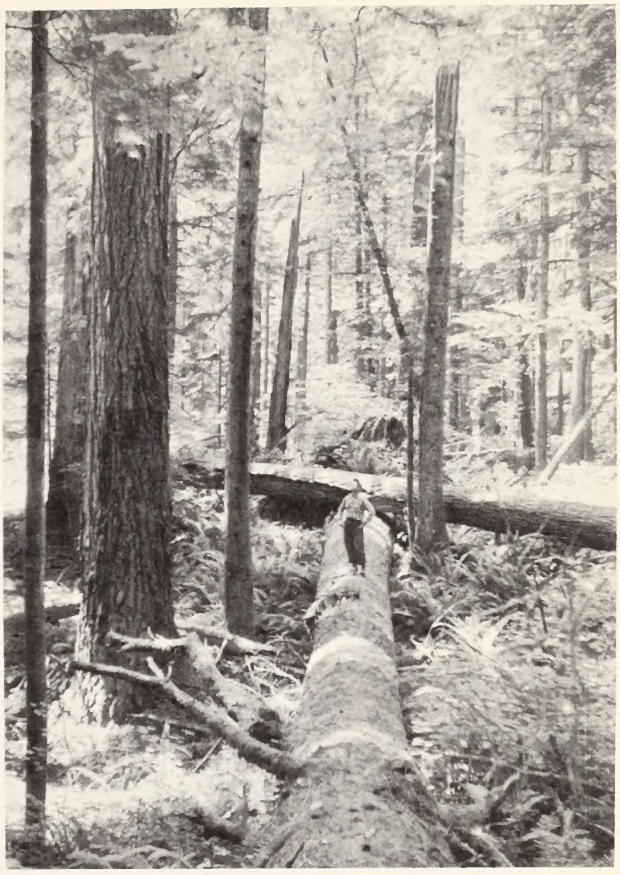
The advice, so collected, was the basis for the first law in the United States authorizing cooperative action between Government and private land owners in establishing management units for sustained yield timber production. This new law was introduced in Congress early in 1937. It was enacted and President Roosevelt signed it on August 28, 1937.

The O&C Sustained Yield Act provided for the retention of the O&C and Coos Bay Wagon Road grant lands under the jurisdiction of the Department of the Interior. It provided for permanent forest production on more than 2½ million acres.

The new policy outlined in the Act specified that the timber on the grant lands should be sold, cut and removed in conformity with the principle of sustained yield for "providing a permanent source of timber supply, protecting watersheds, regulating stream flow, contributing to the economic stability of local communities and industries and providing recreational facilities."

The O&C lands are now administered by the Bureau of Land Management. They have proven to be some of the most valuable and productive forest lands in the world with a present annual timber harvest cut of over a billion board feet.

End



TIMBER on O&C lands makes a continuing contribution to the Nation's growth and development.

In fiscal year 1959, BLM issued competitive mineral leases on 56,351 acres of public and acquired land, for which lessees paid $1,196,220 in bonuses.

Before 1940 the value of a thousand board feet of Douglas fir timber on the stump was approximately $2. Today, values average $30 or more for a thousand board feet of standing timber, with occasional prices of $50.

The public domain is the original property estate of the United States.

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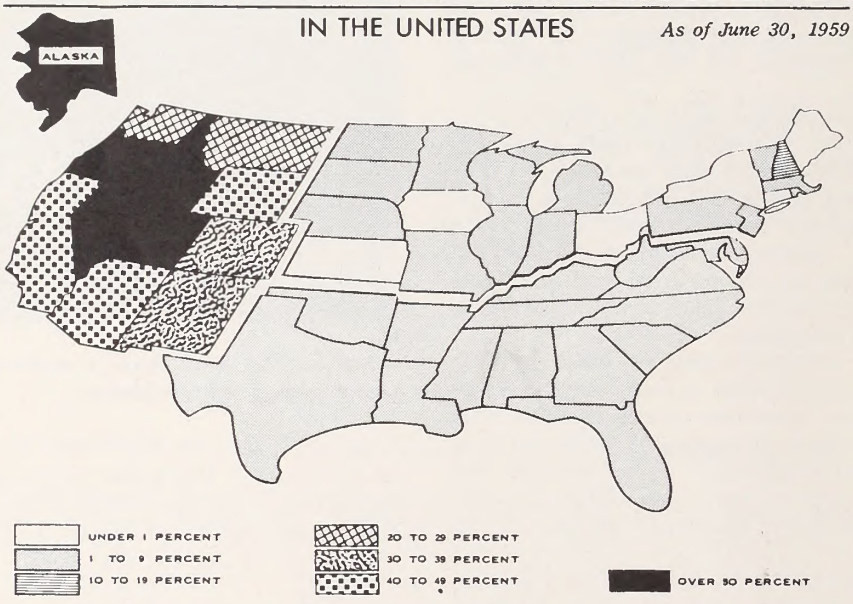
PERCENT OF LAND ACREAGE OWNED BY THE FEDERAL GOVERNMENT IN THE UNITED STATES

As of June 30, 1959



TOTAL U. S. 2,269.3 MILLION ACRES (100 PERCENT)
Federally Owned 768.7 MILLION ACRES (33.8 PERCENT)

STATES	ACRES (IN MILLIONS)		PERCENT FEDERALLY OWNED
	FEDERALLY OWNED	TOTAL IN STATES	
ALASKA	362.2	365.5	99.1
WESTERN	362.5	753.3	48.1
S. ATLANTIC, S. CENTRAL, D. C.	24.5	562.2	4.4
NORTHEASTERN, N. CENTRAL	19.5	588.3	3.3
TOTAL	*768.7*	*2,269.3*	*33.8*